A SMART Program

for

College Park

Submitted by College Park Committee for a Better Environment (CBE)

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Executive Summary

Over 10,000 communities in the United States and across the world have adopted a usage-based trash system known as either SMART (Save Money and Reduce Trash) or PAYT (Pay as You Throw). This program can be compared to our current billing system for utilities where we pay only for what we use. By adopting a usage-based trash system, each household would pay for the amount of trash it deposits at the curb for City pickup. Ideally, this would motivate us to adopt sustainable (and readily available) actions like recycling, composting, and repurposing.

The College Park Committee for a Better Environment (CBE) recommends that the City adopt the SMART/PAYT program.

While SMART is widely used throughout the country, the program is only now being explored in Maryland and Washington D.C. as a way to reduce the output of trash. College Park would be the first municipality in Prince George's to adopt SMART and, in fact, the first in the Metro DC area.

This report discusses the pros and cons of adopting SMART by either weight or volume (bins, City-identified bags, or stickers placed on regular kitchen trash bags) and summarizes the various ways that a SMART program has been implemented throughout the country.

CBE recommends that the City choose bags for use in the program because they have been shown to produce the largest decrease in trash.

There are several reasons why CBE recommends that the City adopt the SMART/PAYT program.

- The creation of limited-use products is a huge sink of global resources and energy. Limited-use products that are disposed by landfilling and incineration, rather than recycled, create a major environmental problem that pollutes the air, land and water, is detrimental to public health, and leads to increased greenhouse gas (GHG) emissions.
- As with College Park's experience, mandatory recycling is hard to enforce. Data from numerous communities have shown that SMART provides the incentive needed to recycle.
- SMART not only reduces trash and increases recycling but it also reduces the total trash plus recyclables as residents think differently about waste.

Since College Park residents already pay for trash pickup through property taxes, adoption of a SMART program must be revenue-neutral.

- To achieve this goal, CBE recommends decreasing the property tax rate to compensate for the charges that residents will incur as a result of adoption of the SMART program. (See Chapter 4 and Appendix A for details of this.)
- College Park residents value the availability of curbside bulk-waste pickup, and most do not abuse the service. In fact, 81 percent of the population called the Department of Public Works (DPW) for bulk-waste pickup once or never in FY 2017. However, a small minority of residents may be taking advantage of this City service, and a new policy should be created to address this problem, save the City money, encourage reuse, and prevent the many from subsidizing the few. (See Chapter 3 and Appendix B for details on this.)

CBE recommends a fee structure for all bulk-waste pickup that would retain the value of the service and stop the abuse. As with SMART, this should also be a revenue-neutral program with the average cost refunded via a drop in the property tax rate.

- CBE also recommends that changes to the bulk-waste program be implemented after the bag fee has been fully implemented. While the implementation of a SMART program is straightforward, more discussion is needed about the various components of bulk waste and the various participants in the program. Bulk is also a very small percentage (15%) of the waste stream.
- Articulating exactly why a jurisdiction is considering SMART is crucial not only to the understanding of and acceptance by residents, but to the success and longevity of the program.

Education is key to allowing residents to understand why the City will embark on this program and how it will benefit everyone.

- The discard of reusable goods at student move-outs needs to be addressed with College Park landlords, the University of Maryland's Sustainability Office, CBE, student renters and activist groups. This is a major problem for the City and changes need to be made.

College Park could lead Maryland in implementing SMART, the first step in a Zero Waste program.

1—Impacts of Waste Creation and Disposal and the Zero Waste Approach

The Global Impact of Our Consumption

With only 5 percent of the world's population, the United States consumes 30 percent of the world's resources. A significant fraction of these resources—mined, extracted, and harvested worldwide—is used in the manufacture of multitudes of products, including single-use items and items created with planned obsolescence (i.e., products that are purposely designed to have an artificially limited useful life). As a result, we find ourselves in an endless cycle of repeatedly buying the same goods and discarding them into our waste stream in short order.

According to the U.S. Environmental Protection Agency (EPA), the average American produces 4.4 pounds of municipal solid waste (MSW), commonly known as trash or garbage, daily; this comes with both fiscal and environmental costs. MSW includes items that could be recycled, reused, repaired and refurbished and, thus, saved from the trash bin.

On a broader scale, raw materials are extracted from the earth and turned into limited-use products and their subsequent disposal pollutes the air and water and degrades the land both locally and globally. Forests are cut down for lumber; mountain-tops are blown up to uncover coal deposits; and fracking, drilling and manufacturing pollute our waterways and our air with toxic chemicals that linger forever. And because we consume significant resources from outside our own nation's boundaries, our consumer-driven life pollutes worldwide.

In the context of our finite planet, this level of consumption and waste is simply unsustainable. Closely coupled with global warming, the depletion and pollution of the planet's resources threaten the existence of everything that is living on this planet. "The Story of Stuff" illustrates, in a very clear and concise fashion, the linear pipeline from resources to waste and the consequent impacts on all of us.[i]

Landfills and Incinerators: MSW Dumping Grounds

Every stage of waste disposal after curbside pickup adds pollution. Trucks and rail cars typically carry MSW to landfills and incinerators. This transportation results in emissions, leakage of polluting and hazardous materials, accidents and spills. More than 5,000 trucks carrying hazardous materials are involved in accidents every year.[ii]

Landfills typically span hundreds of acres. Rain events result in storm-water runoff that contains significant amounts of liquid contaminants (i.e., leachate) from landfills that pollute groundwater and streams. Although landfills are required to have leachate-treatment systems, the liners required by the EPA for new landfills have been found to only delay, and not prevent, pollution.[iii]

Landfills and hazardous-waste facilities are disproportionately located in rural and low-income areas, which typically command the least resources and political clout to organize and fight these projects.[iv] A community living near a landfill may experience health problems including but not limited to minor respiratory symptoms, eye infections, skin disorders, birth defects, and a variety of cancers. A 2000 review of the epidemiologic literature on the health impact of living near a landfill analyzed over 60 peer-reviewed studies, finding consistent associated risks.[v]

In the presence of oxygen, organic material decomposes and turns into compost that can be used to enrich the quality of soils for agriculture and gardens. However, in landfills, organic material decomposes without access to oxygen and produces methane, a potent greenhouse gas (GHG). Waste disposal contributes 1 to 5 percent of U.S. GHG emissions, and in 2006 landfills contributed 23 percent of total methane emissions.[vi] Although most modern landfills can capture and burn some of the generated methane, the quantity that escapes into the atmosphere makes landfills the largest anthropogenic emitter of GHG methane (CH_4) emissions in the United States.

The incineration of trash is sometimes euphemistically referred to as “waste-to-energy” in an effort to paint trash as a renewable resource and incineration as a positive step towards sustainability. However, incineration pollutes the air and creates toxic-ash residue, which is land-filled. Trash is simply wasted resources, and incinerating resources is not sustainable. Megawatt for megawatt, the burning of trash is more polluting than coal.[vii] Ton for ton, incineration is the most expensive form of energy production.

Unfortunately, succumbing to the influence of industry, the State of Maryland includes trash incineration as one of the fuel sources in Tier 1 of its Renewable Energy Portfolio Standard (RPS), putting it on par with solar and wind. Until trash incineration is removed from the RPS, Marylanders must keep a watchful eye on corporate interests that routinely try to lure local governments to underwrite the huge capital costs of building incinerators.[viii]

Local Impacts of Trash Disposal

In Prince George's County, MSW goes to the Brown Station Sanitary Landfill in Upper Marlboro. The landfill, constructed in 1962, was expected to reach capacity by 2020. By judicious management, the county has extended the lifetime of the landfill through 2026.[ix] It is highly unlikely that a new landfill will be permitted in our now urbanized county, which means our waste will have to be trucked out of the county, perhaps out of state, to be dumped or incinerated in someone else's backyard. The impact could also be much closer to home.

In 2014, concerned that the landfill would reach capacity by the end of the decade, the county issued a Request for Proposal (RFP)[x] for alternative ways of trash disposal, with a strong leaning towards the construction of a refuse-derived fuel (RDF) facility at Western Branch in Upper Marlboro. (RDF is trash that is compressed into pellets or bricks for easy transportation to burn sites.) The RFP mentioned incinerators and cement kilns as potential customers of RDF, but also identified the University of Maryland's boiler plant in College Park as a possible destination for RDF. The recyclables we throw out so casually in our trash could well have led to toxic air contaminants when they were incinerated in our backyard. Thankfully, protests by residents and environmental groups led to the withdrawal of the RFP by the County.

Zero Waste: Concepts, Goals and Policies

In 2009, the U.S. Environmental Protection Agency (EPA) issued a report stating that approximately 42 percent of U.S. greenhouse gas (GHG) emissions arise from the energy used to produce, transport, process, and dispose of the goods we use and the foods we eat.[xi]

Zero Waste is the concept that attempts to address the issue of the waste and obsolescence in this process through goals, policies and concrete steps. The Zero Waste International Alliance[xii] and the Global Alliance for Incinerator Alternatives (GAIA)[xiii] provide definitions and the philosophy for this sustainable approach.

Communities both in the United States and abroad have adopted the vision of Zero Waste by using the aspirational goal that no more than 10 percent of all the waste they produce should be landfilled. According to the Zero Waste model, the manufacturer, the retailer, the government and the community must share the task of reducing the waste that is created. The community's role is one of awareness, choice, and advocacy. Together the community and the government legislate the producer's responsibility at the front end of the problem. A policy mandate such as Extended Producer Responsibility, which ties the environmental cost of a product into its price,

incentivizes manufacturers to produce long-lived goods. This is a win-win for all of us and our planet.

The first step in achieving Zero Waste is for the consumer to realize that the disposal of trash is different from the eradication of litter in that even when trash is cleanly out of sight, on a finite planet there is no “away” in throw away.

2—A SMART Way to Reduce Trash Generation

Waste in the County

Prince George's County carried out its first waste-characterization study of our landfilled waste in 2015.[xiv] The study found that 61 percent of the trash put out by residents is not really trash. Specifically:

- 18% is recyclable paper
- 12% is recyclable containers (plastic, glass and metal)
- 31% is compostable food waste

Another 15% is material like textiles, wood, metal, sheet rock, carpet, some of which could conceivably be repurposed. The remaining 24% includes hard-to-recycle items like plastic bags and polystyrene.

It is easy to see from the above list that, with the right incentives and programs, we can easily landfill far less trash than we currently do.

Waste in College Park

Cognizant of all the local and global impacts of trash production and disposal, the City attempted to reduce trash output by making recycling mandatory in March 2015. Some mandatory laws are costly, challenging and time-consuming to enforce and, as a result, not very successful; College Park's annual trash disposal of 687 pounds per capita did not change after the introduction of mandatory recycling.

As shown in Table 1 below (supplied by the City's Department of Public Works on January 30, 2019), College Park's recycling rate [recycling tonnage/(household trash tonnage + recycling tonnage)] has been constant at 22% from FY16 through FY18.

Table 1: Tons of Trash in College Park

	Household Trash Tonnage	Special Trash Tonnage	Trash (Household and Special Combined) Tonnage	Electronic Recycling Tonnage	Curbside Recycling Tonnage	White Goods Appliances tonnage
FY14	4,161.15	546.42	4,707.57	12.01	1,778.26	11.92
FY15	4,174.07	553.56	4,727.63	6.02	1,384.09	12.17
FY16	4,341.79	690.83	5,032.62	15.21	1,234.94	21.84
FY17	4,176.09	804.81	4,980.90	30.01	1,211.56	30.20
FY18	4,205.28	762.48	4,967.76	24.34	1,227.70	17.53

College Park's food-waste disposal is likely no different from the county's figure of 31% of total waste landfilled.

Cognizant of the fact that food waste can be easily recycled in our backyards to yield useful and valuable compost, CBE ran two workshops on backyard composting in 2013 and 2016 and gave away 50 to 70 compost bins to College Park attendees. The City has since sold compost bins at a discount to residents, expanding the backyard composting program.

In April of this year, the City embarked on a pilot program in which residents bring food waste to Davis Hall, now expanded to two farmers' market sites, for collection and transportation to the County's commercial food-waste composting site. It is our understanding that the pilot program at Davis Hall has exceeded expectations in the enthusiasm with which it has been embraced and the volume of food waste that has been collected.

Once the year-long pilot has been completed, CBE strongly encourages the expansion to curbside pickup of food waste for all homes in College Park.

The County is also considering curbside food waste pickup. Converting food waste to compost will significantly reduce the production of the GHG methane in our landfill.

The SMART Choice

Rather than using a stick approach to incentivize recycling, 10,000 U.S. communities and across the world have implemented a SMART (Save Money and Recycle Trash) Program, which often goes by the name Pay-As-You-Throw (PAYT).

The SMART Program is built upon a usage-based fee: Residents pay for the amount of trash they generate and place at the curb; less trash disposal = lower cost.[xv]

Let's look at a couple of examples to understand why such a program works. Say you rent an apartment in which the cost of electricity is included in the rent. What is your incentive to turn the air conditioner off when you leave the apartment? None. What if the management says that those who leave air conditioners on when they are not at home will be fined? Can the management identify the culprits? Likely very difficult. What if the water bill is also covered by the rent and your faucet drips continuously? Can the management identify residents who don't request that leaky faucets be fixed? Wouldn't it be far more likely that electricity and water would be conserved if there was an individual meter at each residence?

The same arguments apply to trash. SMART is a way of providing a financial incentive to decrease the generation of trash and to increase recycling, composting and reusing by metering the trash output—and it works.

In a well-designed SMART program, the annual per-capita waste is 450 pounds—35 percent lower than College Park. Data show that lower waste is achieved within a few weeks of program implementation. The bottom line is that when consumers have a financial incentive to create and dispose of less trash, then, as with utility and water bills, they choose to conserve their money and reduce their trash.

As their awareness grows, some consumers make other lifestyle changes that help to reduce trash at the source even further. For example, more residents will donate usable clothing, household goods, and furniture to thrift stores or via online resources such as FreeCycle (www.freecycle.org) and Craigslist (www.craigslist.org), and consult iFixIt—a wiki-based site that teaches people how to "fix almost anything" (https://www.ifixit.com/Info). As a result, communities that implement a well-crafted SMART program find that the decrease in trash tonnage exceeds the increase in recycling tonnage.

Examples of Success

The most extensive data about the SMART program comes from the State of Massachusetts, where bags are used by one-third of the jurisdictions. The State collects extensive data from jurisdictions that do and do not use the SMART program.[xvi]

In a *Commonwealth* (Winter 2015) article, Bruce Mohl, states the following:

"Nearly a third of the state's cities and towns charge their residents a bag fee. Their average trash output is 432 pounds per person. For the state's other cities and towns, the average is 670 pounds per person. Natick shifted to pay-as-you-throw in the middle of 2003. Its trash tonnage over time has dropped from 9,800 tons a year to 5,923 tons, and its savings on disposal have totaled $3.1 million over the last 11 years. Sandwich made its move to pay-as-you-throw in the middle of 2011 and has seen its trash tonnage drop 48 percent, generating disposal savings of $425,000."[xvii]

A very successful SMART pilot program was carried out in the Town of New Windsor in Carroll County, Maryland, a town of about 600 homes. The program ran for eight months and data from that program are shown in Figures 1, 2 and 3 below. Trash output decreased by 41.5% and recycling nearly doubled. As has been seen time and time again, the total generation of waste (trash + recycling) dropped by 26% as residents found other avenues to dispose of material such as backyard composting and donating textiles and usable goods. The tip fee dropped by 43%.

The mayor, council members and residents of New Windsor largely viewed the pilot program in a very positive light as reported by the Carroll County Times.[xviii] All parties agreed that the drop in trash output was very impressive. The New Windsor program, a pilot for a transition to SMART for all of Carroll County, was incentivized and implemented by a new head of solid waste at the county level, who has since left his position. For reasons that are not entirely clear, the pilot appears to have ended early and the county has not yet announced next steps. A conversation with a long-time Carroll County environmental activist pointed to county and town politics in this heavily Republican county as culprits. The activist opined that a refund in property tax as suggested in this report would have been well received by Carroll County residents. It is possible that the program may move forward on a county-wide basis once internal issues are resolved.

Adopting a SMART Program is the first step that communities take in their move towards Zero Waste. SMART is listed in the GHG reduction plans of both the State of Maryland and Prince George's County. Maryland's Department of the Environment (MDE) established Zero Waste goals as part of its legislatively mandated GHG Reduction Plan,[xix] and SCS Engineers, an environmental consulting and contracting firm, included SMART in its report entitled "Zero Waste Initiatives for Prince George's County, Maryland."[xx]

While SMART is widely used throughout the country, the program is only now being explored in Maryland and Washington D.C. as a way to reduce the output of trash.

If approved by the council, College Park would be the first Prince George's municipality to adopt SMART and, in fact, the first in the Metro DC area.

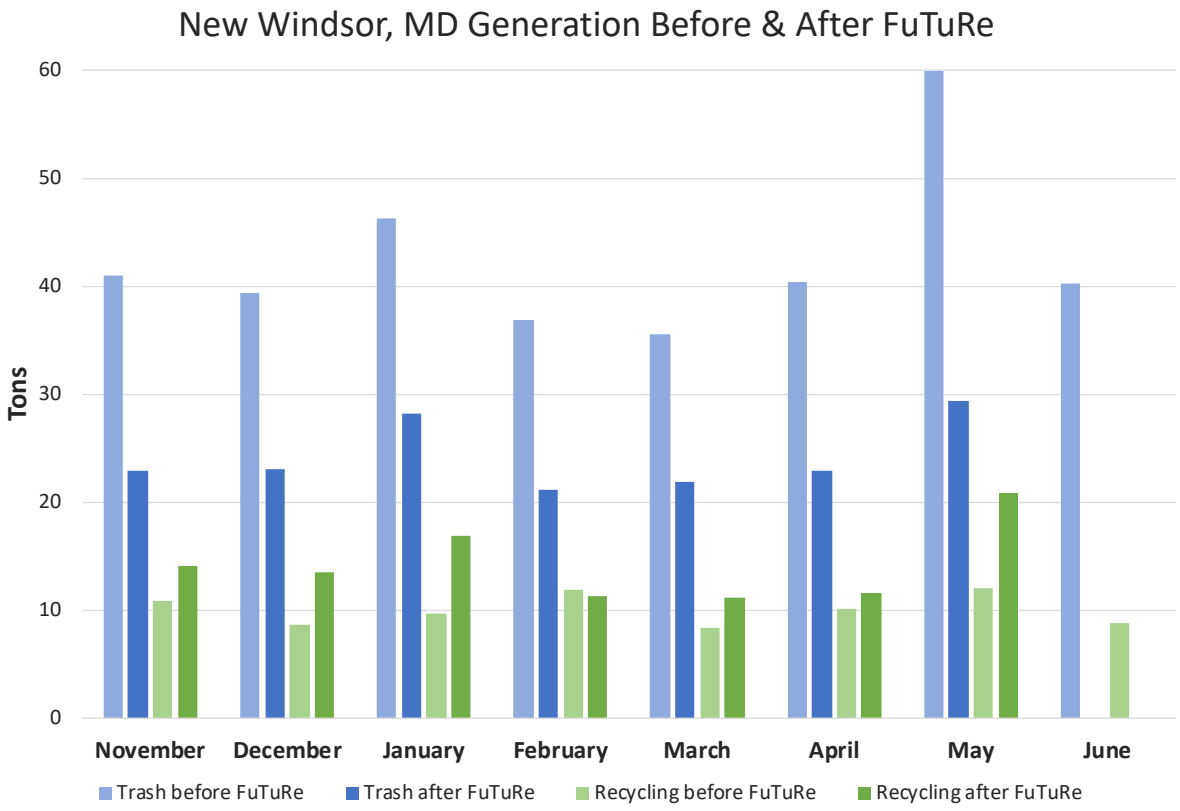
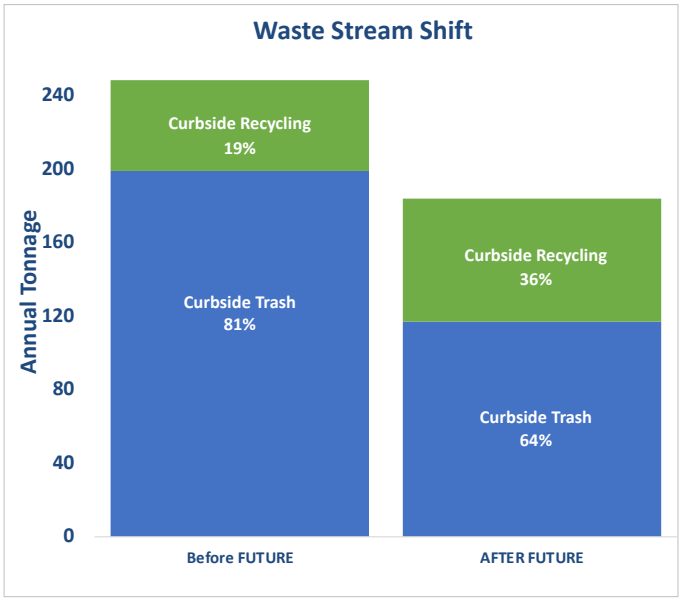


Figure 1. Trash and recycling tonnage before and during the SMART pilot program in the Town of New Windsor in Carroll County, Maryland

Overall Waste Generation (Trash + Recycling) is Down by 26%



- Overall Generation of materials (trash and recycling) is down by 26%.
- FuTuRe has moved materials into other streams such as recycling, reuse, backyard composting, increased textiles donations, and more.
- Less generation means less handling for the County, and less exposure to landfill tip increases.
- Less waste means extended landfill life for the County.
- Less materials mean lower hauling costs for County and for haulers.

2

Figure 2. Data from SMART pilot program – Town of New Windsor, Carroll County, Maryland

New Windsor FuTuRe Program Pilot Results

7 month FuTuRe Pilot Results:

- Trash tonnage dropped by 43.5% (from 299.44 to 169.47 tons)
- Recycling rate nearly doubled from 19% to 37%
- Recycling contamination levels are slightly better than other Carroll County towns (according to County)
- No illegal dumping reported (according to County)
- Projected annual tip fee is $18,373, down from average annual tip $32,000
- The average home will pay 43% less for disposal with FuTuRe
- Discontinuing FuTuRe will mean that the annual tip will increase by about $13,300 annually
- The FuTuRe program is more fair to those who throw away less and fair to those that are more wasteful
- Three residents / businesses have been using stickers instead of bags. Approximately 30 stickers were given out (for free) and 12 stickers were sold through Town Hall
- Collection time has decreased for the hauler (7am to 10 am). Prior to FuTuRe route was scheduled to end around 12 or 12:30 (depending on number of drivers)

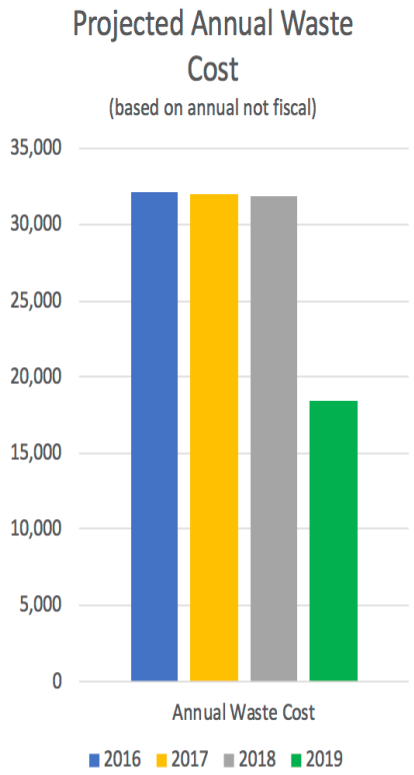


Figure 3. Cost savings from SMART pilot program, Town of New **Windsor, Carroll County**

Ways to Implement SMART

Unit-pricing programs take two basic forms; the pricing can be by weight or volume. While they operate differently from one another, these systems share one defining characteristic: Residents who throw away more pay more.

SMART by Weight

With this method, the City's Department of Public Works (DPW) staff would weigh the amount of trash set out for collection at the curbside using an automated system. A usage fee based on weight would most accurately reflect the per-ton disposal charge at the landfill.

However, there are disadvantages to this method. For the City, this includes:

- The initial cost of the weighing machines
- The continuous cost of maintaining the function and accuracy of the weighing machine
- The necessity to set up a system to bill residents
- The requirement that all homes use the same-sized bin.

Weight-based unit pricing is not commonly used, and there is not a great deal of experience to draw from other jurisdictions. For all the above reasons, CBE does not recommend a weight-based system.

SMART by Volume

The volume-based unit-pricing program for waste involves using bags, tags or stickers, or waste bins. Most SMART programs use either jurisdiction-identified embossed bags or bins as the usage unit. A few jurisdictions use stickers that may be placed on any garbage bag. In what follows, when bags and bins are discussed they are always in the context of the usage unit that is billed or otherwise paid for.

Bin Size

Bins are the usage unit in many jurisdictions on the West Coast where usage-based trash fees have been in place for decades, long before the concept of Zero Waste was articulated. A resident chooses a small, medium or large bin and is billed monthly or quarterly by the size of the bin. Studies have shown that, in order to produce the correct trash-reduction incentive, bins must be priced at least linearly (i.e., a 60-gallon bin should be billed at twice the rate of a 30-gallon bin).

College Park currently stocks bins of three sizes that cater to the storage space and volume needs of residents. For a SMART system based on bin size, the City would have to set up a billing structure and charge a trash-collection and/or disposal fee depending on the size of the bin.

Data from jurisdictions across the country show uneven results in communities that set the usage fee based on bin size, with a range of annual per-capita trash from 500 pounds to 800 pounds. Even with optimal bin pricing, the annual per-capita trash output in jurisdictions that use bins is typically higher than those that use bags as the usage unit. The reasons for this are discussed later in this section and are analyzed in a recent report by the Institute for Local Self Reliance.[xxi]

Bags

Bags are the usage units chosen by many jurisdictions that have changed their system more recently and in many that are seeking to maximize trash reduction. Bags are the mode of choice when jurisdictions adopt the goals of Zero Waste.

Typically, a jurisdiction would require residents to buy specific brightly colored bags that carry its logo. The fee for the bag would include some of the cost for waste collection and disposal. A jurisdiction typically makes bags available in a variety of sizes from small 8-gallon kitchen bags to large 30-gallon bags, for example. Well-designed programs distribute bags through a variety of outlets where residents typically shop, which makes them easily accessible. The trash collector has to simply make sure that all bags are jurisdiction-specific bags and not pick up any that are not.

Stickers

A variation on bags is stickers. Some jurisdictions allow residents to use their own bags but require that stickers be purchased and placed on each bag. The sticker price covers some of the cost to collect and dispose of the waste.

By and large, stickers are not optimal for metering trash. Jurisdictions have found that residents may use oversized bags, small stickers on large bags, tear stickers into two and use half a sticker on each bag etc. Each of these attempts at gaming the system has to be countered by active staff monitoring. Stickers may also drop off bags, leading to situations that need to be

adjudicated. The City of Aberdeen, Maryland, which used stickers for many years, faced some of these problems.

Why CBE Recommends Bags

The main reason that CBE recommends bags is because their use results in the largest reduction in trash.

Bags offer flexibility and incentivize ongoing trash reduction. For instance, a household may only generate a small amount of trash routinely, but large family gatherings may result in increased trash a few times a year. In a bin-based system, the household may err on the side of paying for a larger bin to accommodate the occasional need. Once the large bin is paid for, there is little incentive to reduce waste on a regular basis. This is the most obvious reason that the trash reduction is not as high in communities that use a bin-based system.

With a bag-based usage unit, that same household has the flexibility to simply put out three bags of trash a few times a year and yet retain its incentive to maintain a lower trash output for the rest of the year.

The City of College Park's smallest roll-out tote is around 30 gallons. In a bin-based system, households that produce substantially less than 30 gallons of trash each week would be subsidizing those that produce closer to 30 gallons. Those households that may strive to produce substantially less than 30 gallons of trash under the bag-based usage fee will feel no incentive to do so if those producing 30 gallons a week pay the same amount.

Finally, while bin changes may be typically allowed each billing cycle, bags are bought on a far more frequent basis. Therefore, bag purchases provide a constant reminder that the disposal of trash costs money and become a constant incentive to find other ways to reduce and donate unwanted material.

Jurisdictions that use bags have less waste than those that use bins. This is the most compelling reason for College Park to choose the bag-based usage-unit.

The City may choose to either run the bag program internally or outsource it. In either case, a smooth transition is needed with bags being available at multiple locations where College Park residents usually shop. The City may wish to subsidize bags for low-income residents who qualify for other utility subsidies.

3—Bulk Waste

College Park provides a very generous curbside bulk-waste pickup—all curbside material is picked up, with the only requirement that the pickup be scheduled in advance. While discussing SMART and curbside trash, CBE gathered information on the handling of bulk waste from a variety of jurisdictions in Maryland and around the country.

CBE had discussions on bulk waste with former DPW director Bob Stumpff, who participated in our SMART subcommittee meetings.

Among the issues discussed were:

- The current system of unlimited bulk-waste pickup
- Ways to repurpose much of the bulk waste that ends up in the landfill
- A cost structure that would incentivize the reduction of bulk waste
- The removal of the $180 annual fee charged to landlords to compensate for excessive bulk and trash produced by renters, which would be replaced by a revised, transparent cost structure.

DPW worked internally on a cost approach to bulk waste, and Bob shared his proposal with us in 2017. That proposal allowed two free bulk pickups of up to 3 cubic yards each year per household, with a charge of $10 per cubic yard for subsequent pick-ups. Charges for the pickup of electronics and appliances with refrigerants were spelled out.

Since DPW planned to discuss its bulk proposal with the Council, CBE put its research about bulk on hold. Had the council weighed in on DPW's proposal, CBE would have suggested modifications based on a SMART model, but when Mr. Stumpff retired from DPW after an extended absence, those discussions did not happen.

DPW Director Robert Marsili and City Manager Scott Somers attended CBE's meeting in March 2019 to discuss the SCS bulk-waste report [xxii] and the ordinance proposed by Council, based on that report, to limit the number of bulk items to be picked up at no cost to 20 per household per year. A more in-depth discussion was had with Robert Marsili and Scott Somers in April 2019, which shed more insight into the issues faced by DPW in bulk-waste pickup.

Changes Needed

Bulk-waste pickup should be viewed as a combination of the availability of the service and its cost. College Park residents value the availability of bulk-waste pickup services, and there is no reason to curtail this availability, which is paid for by tax dollars.

That said, given the large variation in what constitutes a bulk-waste pickup, a cost structure needs to be set up for the pickups, so that residents who rarely use the system (in FY2017, 54% of residents did not call for bulk waste and 27% called once) are not subsidizing those who make the most use of it, and there is incentive for all users to find other ways to manage unwanted usable goods without simply putting them curbside for pickup.

Looking at the percentages noted above and considering the experience of DPW, it is the minority of households that create the largest challenge for DPW and the City. It's clear to CBE that substantial changes should be made, including modifying the existing fee structure, tightening City ordinances and educating residents about the problems and the solutions.

Substantial changes should be made, including modifying the existing fee structure, tightening City ordinances and educating residents about the problems and the solutions.

Student Rentals and Move-Outs

As most of us know, vast quantities of "stuff" are discarded at curbside during student-rental move-outs, including usable furniture and household goods. This has been a long-standing issue for the City DPW.

Currently, landlords are charged $180 each year for the larger volumes of trash and bulk, but this fee has become a double-edged sword. It appears that renters and landlords feel entitled to clean out the entire house and dispose of it haphazardly, sometimes not even bagged, all over the front lawn for pickup.

In relation to student move-outs, DPW estimates that the current fee does not meet the actual cost of cleanup.

One answer to DPW's problem is simple: Charge for move-outs based on the amount of material discarded. For instance, rather than the flat fee that is currently charged, require that landlords or tenants use a check-off sheet to list items that will be discarded and pay a fee on

that basis prior to scheduling the move-out pickup. If the items put out exceed those listed on the sheet, bill an additional amount.

Although CBE is concerned that the City's cost of pickup and transportation of move-outs be fully covered, it is more concerned about the environmental costs of using and disposing of vast quantities of resources and energy so blithely. Students, landlords, the University and society at large apparently view such disregard as the norm.

Given the climate crisis we face on the planet, and at a time when the student-led Sunrise Movement is shining the spotlight on the problems that will be faced by the next generation, now is the time for a serious discussion and resolution of this issue in our university town. It is imperative that the education and engagement of multiple parties on the links between resource and energy use and finding alternatives to trashing usable goods be front and center.

For instance, a discussion could be had with the landlords' association and a suggestion be made that rentals be furnished so that furniture is not bought and disposed of annually. Another long-term idea is for the university (e.g., City-University partnership) to facilitate establishment of a business to pick up discards for repair and resale. CBE could initiate a discussion with the University's sustainability office and encourage student groups, including student renters, to get involved.

The need to address this issue is long past due, and CBE would hope that the imperative for sustainability would find resonance with all parties.

In the interest of equity, the Council may wish to consider move-out fees to be levied on homeowners who are selling their homes and disposing large amount of bulk waste. Evictions that result in bulk waste should be charged to the mortgage holders. A structure such as this would cover all move-outs and address a substantial section of the bulk waste.

Other System Abusers

DPW has evidence proving that certain households are taking advantage of the City's generous bulk-waste program. Among them:

- Contractors who live in College Park bring waste from their work sites for free disposal by the City (for example, someone who puts out a toilet and a bathtub every other week).

- A resident had a large oak tree cut down, chopped into logs and called for brush pickup. The City had to use a truck-mounted crane to haul the logs up and hire a chipper to chip the logs. Should the City charge a fee for this service?
- Some residents repeatedly bring bulk waste from family or friends for free pickup and disposal in College Park.
- Residents who have construction and demolition (C&D) debris from home renovation performed either themselves or by their contractors for City pickup. Should the City ban these items or charge a fee for pickup?

DPW has extensive experience on these issues and the ability to set up a cost structure for bulk pickups that will not be a barrier for the homeowner and yet deter the abuser of the system. For example, the City could charge $50 to take away the debris from a bathroom renovation. Homeowners who carry out their own repairs or renovations as a cost-saving measure would appreciate the City's services for hauling the debris away for $50 instead of the burden of renting a truck and spending time away from work to take the debris to the landfill. The contractor who is bringing the same debris back to College Park from jobs outside the City would find it far more economical to collect debris from several jobs and take it directly to the landfill in the truck he already owns. The use of the service would have been maintained and the abuse curtailed. The fee should be determined on a per job basis.

White Goods and Electronics

Some white goods like refrigerators and dehumidifiers contain freon, a chemical that requires special handling due to the damage it causes to atmospheric ozone. The cost of handing the disposal of these white goods has increased. Televisions with cathode ray tubes and computers also require special handling and disposal.

Our charges for disposal of these items should mirror those in neighboring jurisdictions so that we do not become a sink for free disposal in the region.

4—Fees and Revenues

- For curbside trash, CBE recommends dropping the property tax by 2.5c per $100 of property value and reducing the annual landlord trash fee by $80. As detailed in Appendix A, the drop in the City's revenue of $325,000 would be compensated by collection of bag fees and the decrease in the trash tipping fee due to the decrease in trash tonnage.
- For bulk trash, CBE recommends $10 charge per bulk pickup (size to be defined, preferably by volume) to be compensated by a 0.5c drop in the property tax rate. Data show that 81% of households would either break even or come out ahead under this arrangement. CBE recommends eliminating the landlord fee by $100 and levying move-out fees by size of move-out; having a C&D debris fee that is job dependent; a fee for use of special equipment; and fees for white goods and electronics similar to that charged by neighboring jurisdictions.

A SMART program will not be successful in College Park if it is not transparently implemented in a revenue-neutral fashion.

Single-family homeowners currently cover the cost of trash pickup and disposal through property taxes. Since the goal of SMART is to reduce waste and not to increase revenue, the City should ensure that residents are not "double-taxed" for the same service when transitioning to a SMART system; revenues raised through the bag fee should be compensated for by a decrease in the property tax of the same amount.

For a few weeks, the City may experience a budget excess but trash tonnages will drop within a few weeks of the start of the SMART, as they have done in other communities nationwide. When trash volumes drop, revenues will be neutral.

Bottom Line: The SMART program will redistribute the cost of trash disposal such that households that produce more trash will bear a larger portion of the cost.

The Landlord Fee

Currently, the City charges landlords of rental homes an annual fee of $180 to cover the large quantities of trash and bulk waste that these homes produce. There are roughly 1,000 rental homes in College Park, rented mainly by students.

The City will maximize trash reduction only when student renters engage in the SMART program.

Once a usage-based fee is implemented, these rental homes will pay for the disposal of the trash and bulk waste they produce. Under a SMART system, rental homes should not be double-charged any more than owner-occupied homes should be.

CBE recommends that the City involve the University's Office of Sustainability during the implementation of SMART and adopt a metered bulk program to capture the attention of the student body as whole. SMART could produce successive generations of students who understand early in their lives that their personal actions can make positive change happen.

CBE recommends that the City involve the University's Office of Sustainability during the implementation of SMART.

BAG FEES: FINANCIAL FACTS

Once the City establishes a bag fee, the scenarios could look as follows:

- Typical owner-occupied home with 2.2 residents would pay $58 in bag fees for trash.
- The average household with 2.84 residents will pay $75 in bag fees for trash annually.
- The average rental home with 5 residents will pay $131 in bag fees.

SMART FOR RESIDENTS: KEY POINTS

- Drop property tax rate for single-family homes by 2.5 cents per $100. (See Appendix A for trash and revenue calculations.)
- The average owner-occupied household will see a decrease in property tax of $55.

SMART FOR RENTERS (VIA LANDLORDS): KEY POINTS

- Drop annual rental fee paid by landlords from $180 to $100.
- Rental homes will see a tax + fee drop of $135.

PROPERTY OWNERS AND BULK TRASH

- Drop property tax for single-family homes by 0.5 cents per $100. (See Appendix B.)
- The average owner-occupied home will see a decrease in property tax of $10.
- Establish a bulk pickup fee of $10 for a certain defined volume. Households that ask for no bulk pickup (54% in FY 2017) will receive a tax rebate. Households that called for one bulk pickup each year (additional 27% in FY 2017) will break even.
- DPW will establish pickup fees for Freon-bearing appliances, television sets and monitors, as per the norm in neighboring jurisdictions.

RENTALS AND BULK TRASH

- Eliminate the remaining annual fee for landlords of $100.
- Rental homes will see a tax + fee drop of $110.
- DPW will establish a move-out fee with a sliding scale for bulk trash pickup. Bulk waste will drop significantly with a fee structure, and there will be no gaming of the system as described previously.

Final Outcomes: Measures of Success

In an ideal world, introducing a SMART program will bring to College Park a variety of positive outcomes.

- Annual trash disposal is reduced from 687 pounds per capita to 450 pounds per capita.
- All residents understand the change in the trash fee because it is transparent.
- Residents agree that the change is fair for property owners and renters.
- Resident complaints are heard and addressed.
- Bulk trash drops as residents find other ways to dispose of unwanted but usable goods.
- All sectors of the community participate and learn about resource conservation.
- The University sets up a warehouse to collect, repair and resell used household goods.
- Landlords rent *furnished* homes.
- College Park's leadership in SMART is recognized and replicated in other municipalities.
- Council members and staff have a full understanding of the program via training and handouts.

REFERENCES

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For a direct link to the video, go to https://www.youtube.com/watch?v=9GorqroigqM,

[ii] "Landfill Pollution & Water Pollution," by Justin King; April 25, 2017 http://sciencing.com/landfill-pollution-water-pollution-15895.html

[iii] "Threats from Liner Failures" at http://www.beyondlandfilling.org/landfill-groundwater-impacts.html

[iv] "Targeting minority, low-income neighborhoods for hazardous waste sites," University of Michigan news at http://ns.umich.edu/new/releases/23414-targeting-minority-low-income-neighborhoods-for-hazardous-waste-sites

[v] "Health Effects of Residence Near Hazardous Waste Landfill Sites: A Review of Epidemiologic Literature," by Martine Vrijheid, Environmental Epidemiology Unit, Department of Public Health and Policy, London School of Hygiene and Tropical Medicine, London, United Kingdom at https://www.ncbi.nlm.nih.gov/pmc/articles/PMC1637771/pdf/envhper00310-0106.pdf

[vi] "Impacts of Municipal Solid Waste," CMAP—regional planning commission for counties in northeast Illinois at is the award-winning regional planning organization for the northeastern http://www.cmap.illinois.gov/about/2040/supporting-materials/process-archive/strategy-papers/waste-disposal/impacts

[vii] "Incinerators: Myths vs. Facts about "Waste to Energy," GAIA (Global Alliance for Incinerator Alternative) at http://www.no-burn.org/wp-content/uploads/Incinerator_Myths_vs_Facts-Feb2012.pdf

[viii] "Maryland Renewable Energy Portfolio Standard Program – Frequently Asked Questions" at https://www.psc.state.md.us/electricity/maryland-renewable-energy-portfolio-standard-program-frequently-asked-questions/

ix 10yr solid waste plan

x

http://pgebid.co.pg.md.us/ebid/docs/Final%20Waste%20Processing%20and%20Alternative%20Energy%20Facility%20Public%20Private%20Partnership%20%2010.24.14.pdf

[xi] "Opportunities to Reduce Greenhouse Gas Emissions through Materials and Land Management Practices," U.S. Environmental Protection agency Office of Solid Waste and Emergency Response at https://www.epa.gov/sites/production/files/2016-08/documents/ghg-land-materials-management.pdf

[xii] Definition of "zero waste" at Zero Waste International Alliance at http://zwia.org/standards/zw-definition/

[xiii] Information about *GAIA-- a worldwide alliance of more than 800 grassroots groups, non-governmental organizations, and individuals in over 90 countries whose ultimate vision is a just, toxic-free world without incineration—can be found at* http://www.no-burn.org/

xiv https://www.princegeorgescountymd.gov/2584/Waste-Characterization-Study

[xv] Background on Pay-as-You-Throw at the Environmental Protection Agency (EPA) site at https://archive.epa.gov/wastes/conserve/tools/payt/web/html/index.html.

[xv]iState of Massachusetts PAYT/SMART site at https://www.mass.gov/lists/pay-as-you-throw-paytsave-money-and-reduce-trash-smart#existing-payt/smart-programs-

[xvii] "Seriously, is this the best we can do?" by Bruce Mohl at https://commonwealthmagazine.org/environment/seriously-is-this-the-best-we-can-do/

[xviii] https://www.carrollcountytimes.com/news/local/cc-new-windsor-meeting-payt-20190618-story.html

[xix] MDEGreenhouse Gas Emissions Reduction Act Plan Update 2015 https://mde.maryland.gov/programs/Air/ClimateChange/MCCC/Publications/ClimateUpdate2015.pdf

[xx] Prince George's County Zero Waste Initiatives at https://www.princegeorgescountymd.gov/DocumentCenter/View/21910/Zero-Waste-Initiative-Final-April-5-2018a?bidId=

[xxi] ILSR Report: Metering Residential Garbage Can Lead the Way to Zero Waste https://ilsr.org/metering-residential-garbage-can-pave-the-way-to-zero-waste/

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Appendix A

Bag Fees and Revenue Calculations

Bag Cost

The basic assumption, validated by data from the State of Massachusetts, is that a 30-gallon bag will hold 30 pounds. We suggest that bags of three sizes be made available: 8 gallon, 13 gallon and 30 gallon. The price structure for these bags is linear.

The following bag prices are suggested. A 15% overhead is assumed as administrative fee, which may be either in-house or outsourced. See Appendix C for RFP to outsource bags.

8-gallon bag: $0.50 (revenue: $0.425)
13-gallon bag: $0.75 (revenue $0.64)
30- gallon bag: $1.75 (revenue $1.49)

Current Waste Scenario

Trash landfilled in FY2018 (July 2017–June 2018) = 4,205 tons
Tipping cost ($59 per ton) = $248,095
Number of single-family homes = 4,450
Average household size = 2.84 (ESRI Survey CP Website: https://www.collegeparkmd.gov/DocumentCenter/View/949/Executive-Summary---Call-Outs?bidId=)
Annual per capita trash disposed = 665 pounds

Recyclables = 1,228 tons
Tipping cost ($27 per ton) = $33,156
Total tipping cost (trash + recyclables): $281,251

City rebate for tipping fee: $83,000

Proposed Drop in Revenues

Decrease Property Tax Rate for Single Family Homes by 2.5c per $100 = $245,000 ($98,000 per 1c drop: estimate by City's Finance Director)

Reduced Landlord Fee = $80,000 (1000 homes @$80 per home; currently 1053 SF homes on rental list)
Total Revenue Drop: $325,000

This amount is to be recovered from bag fee for trash.

Revenues at Start of SMART implementation

Bag fee: 4,205 tons = 280,333 bags (30 gallon)
Revenue raised = 1.49*280,333 = $417,697
Compare to revenue loss: $ 325,000

At the start of program, the City would have an excess annual revenue of $92,697. However, data show that once SMART is implemented, behavior changes in a matter of weeks and trash tonnages drop quickly. This would lower the revenues collected from bag fees.

Future Waste Scenario under SMART

Trash, recycling and bulk-waste tonnages with SMART were estimated from the following information.

- Using data from thousands of communities, EPA has estimated that annual trash output decreases to roughly 450 pounds per capita in a well-designed SMART system.
- The State of Massachusetts collects data from 350 jurisdictions in the state, some of which have SMART and others that do not. Trash disposed in SMART communities is 30% lower than in non-SMART communities.

A drop in per-capita trash from 665 to 450 pounds estimated by EPA would be consistent with the 30% drop seen in Massachusetts data. The annual tonnage of trash will drop to 2,844 tons. This is a reduction of 1,361 tons annually from the landfill.

Not all of the decrease in trash will end up as an increase in recycling; some, like usable textiles and household goods, will find their way to reuse centers. The increase in recycling tonnage will largely be from paper and recyclable containers. The county's recent waste characterization analysis found that 18.1% of disposed trash is recyclable paper, 12.3% is recyclable containers and 14.7% is divertible materials such as wood, textiles and metals. Our calculations assume that a SMART system would result in 75% of currently landfilled paper and recyclable

containers will find their way into the blue recycling bins, increasing the recycling tonnage to 2,225 tons.

Future Cost

Trash: 2,844 tons (-1361)

Tipping fee: $167,769 (-$80,326)

Recyclables: 2,200 tons (+992)

Tipping fee: 59,940 (+26,784)

Total cost: $227,709 (-$53,542)

City rebate: $83,000

The total expenditure for tipping fees decreases by $53,542 by this implementation of SMART.

Future Revenue Scenario

Revenue gained from trash bags: $282,504

Revenue drop from tax and fee decrease: $325,000

Savings from tipping fees: $53,542

Total revenue loss: $271,458

The program is essentially revenue neutral.

The purpose of these calculations is to walk through the calculations of how current costs and revenues are estimated and a future scenario under SMART could be structured so as to be revenue neutral. All assumptions are listed to allow for easy revision.

Appendix B

Bulk Fees and Revenue Calculations

Current Waste Scenario

Bulk waste landfilled = 762 tons
[Bulk = 15% of waste]
Tipping cost for bulk ($59 per ton) = $44,958

Proposed Drop in Revenues

Decrease Property Tax Rate for Single Family Homes by 0.5c per $100 = $49,000 ($98,000 per 1c drop)

Reduce Landlord Fee by $100 = $100,000 (approximately 1000 homes currently 1053 SF homes on rental list)

Total Revenue Drop: $149,000

In FY 2018:
54% of households did not call for bulk pickup
27% of households called once for bulk pickup
There were total of 3813 calls for bulk pickup

Revenue from New Bulk Program

3813 calls for bulk pickup at $10 per pickup = $38,130
Additional fees of about $100,000 to be collected from:

- Televisions and monitors
- Appliances with refrigerants
- C&D debris
- Use of special equipment (for example, logs)
- Moveouts by renters and home sales (scheduled and pre-paid)

Charge no fees for brush that originates on property.
If needed, develop ordinances for material that did not originate on property.

Appendix C

RFP for Bags – City of Portland

RFP # 217

CITY OF PORTLAND, MAINE
Department of Public Works

Supply and Distribute Trash Bags for the City's Recycling and Trash Collection Program

Notice and Specifications

The City of Portland is requesting proposal from qualified vendors to manufacture and distribute trash bags to retailers that participate in a City-wide Pay as You Throw waste collection and recycling program. The proposed contract term will be for three (3) years with an option for an additional two (2) years that may be executed upon mutual agreement of the City and the successful bidder.

Sealed proposals, as specified herein, will be received at the Purchasing Office, City Hall, 389 Congress Street, Room 103, Portland, Maine 04101, until **3:00 p.m., Wednesday, August 17, 2016** at which time they will be publicly opened. The enclosed proposal forms must be used for a proposal submission. Late, unsigned bids or bids submitted electronically shall not be accepted. Bids shall remain open to acceptance for thirty days from their opening. Six (6) complete copies of your proposal submission, including any descriptive literature, shall be submitted on the forms provided and in an envelope plainly marked on the outside with the proposal's title and number.

All proposals shall be held open to acceptance for sixty days from their opening. Copies of the above documents will be available at the Purchasing Office, Room 103, City Hall, 389 Congress Street, Portland, ME 04101. Each prospective proposer will be required to obtain from the City each copy of the proposal form and each set of plans; e-mail jrl@portlandmaine.gov, phone (207) 874-8654, or fax (207) 874-8652.

QUESTIONS

All questions shall be directed in writing only to the Purchasing Office, City Hall, Room 103, 389 Congress Street, Portland, ME 04101, e-mail mff@ portlandmaine.gov or fax 207-874-8652 and be received by 12 noon at least five (5) City business days (Saturday, Sundays and Holidays excluded) prior to the opening date. Questions received after this time will not be addressed.

Written addenda may be issued when changes, clarifications, or amendments to this document are deemed necessary to document holders registered in the Purchasing Office.
Receipt of any addenda must be acknowledged in writing as part of a proposal. Each bidder shall be responsible for ensuring that they have received any and all addenda. The City shall not assume responsibility for the receipt by the Contractor for any addenda.

Proposals from vendors not registered with the Purchasing Office may be rejected; receipt of this document directly from the City of Portland indicates registration. Should a vendor receive this Request from a source other than the City, please contact 207-874-8654 to ensure that your firm is listed as a vendor for this RFP.

BACKGROUND

On July 1, 1999, the City of Portland launched a volume-based recycling and trash bag for fee program for residents who receive City trash collection services. Since the beginning of the program the City has purchased bags from a vendor and distributed them to participating retail outlets. City staff managed the inventory of bags, accepted and fulfilled orders from retailers, and handled all invoicing and collections. In order to streamline service and to reduce program management duties for staff, the City wishes partner with a vendor who can distribute bags directly to retailer, handle all billing and collection, and provide value added services such as tracking program metrics and supporting public education.

The specifications contained within this RFP are designed to provide the following: (1) a bag-based pay-as-you-throw program utilizing existing retail stores to distribute bags to the public; (2) operational benefits and enhancements to the City's existing, successful pay-as-you-throw service; (3) reductions in the administrative burden to the City; (4) use of existing waste management and recycling infrastructure; and (5) creation of a partnership with the selected vendor who will make the upfront and ongoing expenditures necessary to implement, maintain, benchmark, and build on their proposed program over time.

SCOPE OF SERVICES

Program Management Plan (Program)

Proposer will submit a comprehensive plan to manage City's bag-based pay-as-you-throw Program to meet the objectives and goals stated in this Request for Proposals. The Proposer should address how its Program will transition the City's existing program to one that meets these goals and includes the Scope of Services and Supplies herein. The Proposer must identify other communities where the proposed Program has succeeded, state its qualifications to carry out the Program and provide 3 (three) comparable references. The Proposer must identify key personnel responsible for managing and administering the Program and include their professional qualifications to conduct this work. The Proposer should prepare an analysis showing the public benefits that will flow from the proposed Program and is expected to suggest updates and improvements to the Program throughout the term of a three (3) year contract with the City. The Proposer will provide its qualification to offer ongoing guidance on such issues as the composition, size and price of bag supplies, fees and costs associated with the Program, resident experience, and otherwise, all subject to direction from the City.

Data Analysis

Proposer must collect data from City staff, ecomaine, and other sources both initially and on an ongoing basis. This includes solid waste tonnage, recycling tonnage, disposal costs, residential solid waste operating budget / costs. Data are to be collected and analyzed as available, no less frequently than annually. Proposer must, on an annual basis, issue a report that summarizes the results of the Portland program and benchmark its performance against other PAYT and Non-PAYT towns in ME and other cities as available, appropriate and relevant.

Support Community Education and Communication

Proposer must support the City's public communication campaign by providing relevant data and messaging support in order to communicate the long term successes of the Program. Proposer will help the City address questions and/or issues as they arise on an ongoing basis. Proposer will also include options to enhance public education throughout the duration of the Program including, but not limited to, a website, telephone-based support, and other ongoing public and community education. The proposal shall include a proposed schedule during which these community outreach and education functions will occur.

Program Support

Proposer will identify in the proposal how it plans to provide ongoing staffing and customer service support to ensure successful Program operation over the three (3) year term of the contract. This may include a representative to serve as the Program's coordinator or manager and the scope of work proposed. Any staffing or customer service support personnel should be accompanied by a description of the responsibilities of the personnel as they relate to the proposed Program, the qualifications of the proposed personnel and the availability of the personnel support throughout the term of a proposed contract.

Supplies

The Proposer shall identify the specifications of and source of the bag supplies necessary to administer the Program, including the recycled content used in the supplies. If the Proposer is not the manufacturer of supplies, it shall identify the manufacturer and the location of manufacturing facility(ies) that will manufacture bag supplies to be used in this Program and address how it intends to guarantee supplies are always available. Requirements of supplies to be used in the Program are:

Drawstring bags that are 1.5 mil gauge, of the following dimensions: 24"x28" (15-gallon equivalent) and 32"x34" (30-gallon equivalent), perforated rolls and sleeved with an insert that includes information from the City, in colors that are directed by the City.

Proposer will be responsible for the quality of bag supplies used in its Program throughout the life of the Program and state its policies for customer service and replacing any bag supplies that fail.

Proposer shall provide detailed information regarding its quality control protocols, including manufacturing standards and quality control methods.

Distribution, Storage, and Inventory Management

Historically, the City has purchased 350,000 of the 30 gallon size and, 900,000 of the 15 gallon size each year. However, the Proposer is expected to estimate the volume of bag supplies that residents will use during the term of the contract with the City and explain how it will make/procure, manage inventory, store and distribute them. The Proposer will explain its plan for bag storage and distribution as well as its plan to transparently handle financial tracking and reporting. The explanation will include:

- A plan to distribute an adequate supply of bags to established retail outlets* in and around the City. **See Attachment #1*
- How long it will take for a retailer to receive bags from time of order to time of delivery
- Its plan to ensure that distribution of supplies is convenient for City personnel and residents.
- Its plan to ensure that no retail stock-outs occur due to lack of bag supply.
- Security of any bag supplies used in the Program during the manufacture, transport, and warehousing stages.
- Its plan for effectively managing its bag supply distribution network.
- Procedures for managing and reporting on bag supply transactions and inventories to the City.
- Proposer will bear all the cost and risk related to bag supply inventory, including the cost of all replacements due to manufacturing errors or defects.

Finance

THERE WILL BE NO UP FRONT PAYMENT UNDER THIS CONTRACT. THE PROPOSER MUST REMIT PAYMENT TO THE CITY ON A MONTHLY BASIS REPRESENTING (A) THE DIFFERNCE BETWEEN PROCEEDS COLLECTED FROM ALL RETAILERS IN THE PREVIOUS MONTH AND (B) THE PAYMENT TO PROPOSER UNDER THIS AGREEMENT (THE SUM OF WHICH SHALL BE AGGREGATED INTO A PER BAG FEE IN THIS PROPOSAL). The Proposer will explain its plan for handling funds between the point of sale of bag supplies and the City, including clearly identifying its fees for designing, implementing and administering the Scope of Services, including all supplies, identified in this Request for Proposals. The Proposer's response should address:

- How the Proposer will maintain accountability and report all funds collected on behalf of the City
- The Proposer's collection policies with retailers involved in selling or distributing supplies to residents
- The Proposer's banking relationships and processes necessary to move funds, with periodic and regular reporting of all financial flows
- Proposer's insurance applicable to operations of the Program

- Sample copies of the accounting reports that will be provided to the City on a monthly basis including up not limited to a bank statement, invoice register, cash receipts journal and accounts receivable aging report.

Program Fees

Proposer will state how it will charge the City to provide the services and supplies described herein in each year of a three (3) year contract, including how it will assume the risks of any changes in costs of labor, shipping, or raw materials in order to deliver stable pricing to the City over the duration of the term. If the Proposer proposes an annual change in cost during the three (3) year term, it must identify the formula used to calculate such change.

As the City of Portland is exempt from the payment of Federal Excise Taxes and Maine Sales tax, prices quoted herein shall not include these taxes.

SELECTION CRITERIA

Price	40%
Strength of Management Plan	40%
Relevant Municipal Experience	20%

REFERENCES

The bidder shall provide with their proposal submission three (3) trade references who shall be customers who purchase large quantities of trash bags. References shall include contact names, titles, addresses and telephone numbers.

EQUAL EMPLOYMENT OPPORTUNITIES

Vendor shall comply fully with the Nondiscrimination and Equal Opportunity Provisions of the Workforce Investment Act of 1998, as amended (WIA, 29 CFR part 37); the Nontraditional Employment for Women Act of 1991; title VI of the Civil Rights Act of 1964, as amended; section 504 of the Rehabilitation Act of 1973, as amended; the Age Discrimination Act of 1975, as amended; title IX of the Education Amendments of 1972, as amended; and with all applicable requirements imposed by or pursuant to regulations implementing those laws, including but not limited to 29 CFR part 37 and all other applicable laws, including the Maine Human Rights Act, ordinances and regulations regarding equal opportunity and equal treatment.

RESERVATION OF RIGHTS

The successful bidder shall agree to defend, indemnify and save the City harmless from all losses, costs or damages caused by its acts or those of its agents, and, before signing the contract, will produce evidence satisfactory to the City's Corporation Counsel of coverage for General Public and Automobile Liability insurance in amounts not less than $400,000 per person, for bodily injury, death and property damage, protecting the contractor and the City, and naming the City as an additional insured from such claims, and shall also procure Workers' Compensation insurance.

All materials and equipment used as well as all methods of installation shall comply at a minimum with any and all Federal, OSHA, State and/or local codes, including applicable municipal ordinances and regulations.

The City of Portland reserves the right to cancel the contract immediately for cause. The City shall have the right to terminate the ensuing agreement with the contracted vendor for convenience. In the event the City exercises said right, it shall pay the vendor for all bags held in reserve by the vendor as of the date of the receipt by the vendor of the notice to terminate.

The City reserves the right to substantiate bidders' qualifications, capability to perform, availability, past performance record for the City or for others and to verify that the bidder is current in its obligations to the City, including taxes, sewer assessments and any other City accounts receivable.

The City reserves the right to waive any informality in bids, to accept any bid, and to reject any or all bids, should it be deemed for the best interest of the City to do so.

Pursuant to City procurement policy and ordinance, the City is unable to contract with businesses or individuals who are delinquent in their financial obligations to the City. These obligations may include but are not limited to real estate and personal property taxes and sewer user fees. Bidders who are delinquent in their financial obligations to the City must do one of the following: bring the obligation current, negotiate a payment plan with the City's Treasury office, or agree to an offset which shall be established by the contract which shall be issued to the successful bidder.

It is the custom of the City of Portland, Maine to pay its bills 30 days following equipment delivery and acceptance, and following the receipt of correct invoices for all items covered by the purchase order. If your organization prefers to receive payment via electronic transfer rather than by check, please see the web link below* and include that EFT form with your proposal submission. In submitting bids under these specifications, bidders should take into account all discounts; both trade and time allowed in accordance with this payment policy and quote a net price. The City is exempt from the State's sales and use tax as well as all Federal excise taxes.

* http://www.portlandmaine.gov/DocumentCenter/Home/View/817

July 25, 2016

Matthew F. Fitzgerald
Purchasing Manager

PROPOSAL TO SUPPLY TRASH BAGS FOR THE CITY'S TRASH COLLECTION PROGRAM

*** This form must be signed and included in your proposal***

The **UNDERSIGNED** hereby declares that he, she or they are the only person(s), firm or corporation interested in this proposal as principal; that it is made without any connection with any other person(s), firm or corporation submitting a proposal for the same.

The **UNDERSIGNED** hereby declares that they have read and understand all conditions as outlined herein, and that the proposal is made in accordance with same.

The **UNDERSIGNED** hereby declares that any person(s) employed by the City of Portland, Maine, who has direct or indirect personal or financial interest in this proposal, or in any profits which may be derived therefrom has been identified and the interest disclosed by separate attachment. (Please include in your disclosure any interest which you know of. An example of a direct interest would be a City employee who would be paid to perform services under this proposal. An example of an indirect interest would be a City employee who is related to any officers, employees, principals or shareholders of your firm or you. If in doubt of status or interest, please disclose to the extent known).

This Proposal acknowledges, if applicable, the receipt of Addenda No. _____

COMPANY NAME: _____

AUTHORIZED SIGNATURE: _____ DATE: _____
(Officer, Authorized Individual or Owner)

PRINT NAME & TITLE: _____

ADDRESS: _____

_____

TELEPHONE: _____ FAX: _____

E-MAIL: _____ FEDERAL TAX I.D. #: _____

STATE OF INCORPORATION (If incorporated in another State, businesses must be authorized to do business in the State of Maine.

NOTE: All proposals must bear the handwritten signature of a duly authorized member or employee of the organization making the bid.

Proposal (cont.)

* This form MUST be included in your proposal*

TRASH BAGS
SCHEDULE OF QUANTITIES, PRICES AND TOTAL BID

ITEM	COST PER 1,000
Trash bags, 30 gallon	_____/M*
Trash bags, 15 gallon	_____/M*

* Including Distribution, Storage, and Inventory Management

Proposed Annual Percentage increases for:

Year 2 _____%

Year 3 _____%

If renewal option is exercised:

Year 4 _____%

Year 5 _____%

* This form must be included in your proposal*

Does the bidder manufacture the proposed bags? _____

If not, indicate the name and address of the manufacturer:

_____

Vendors must indicate in their proposal submission the percentage of recycled material, if any, used in the manufacture of their product. _____%

List any exceptions taken to requirements as specified in this document. (Attach separate sheet).

Attachment # 1 Locations to Purchase City Bags

Location	Address	City / Town
All local 7-11 stores		
All local Cumberland Farms		
All local CVS stores		
All local Hannaford Brothers		
All local Rite-Aids		
All local Shaw's Supermarkets		
Aubuchon Hardware	832 Stevens Avenue	Portland
Big Apple	2 Park Avenue	Portland
Big Fish Grill	33 Island Avenue	Peaks Island
Café Cliff	PO Box 18	Cliff Island
Casco Bay Lines	56 Commercial Street	Portland
Cushing Association, Inc.	PO Box 334	Portland
D. C. Convenience	PO Box 759	Saco
Diamond Cove	1 City Center	Portland
Diamond's Edge	PO Box 7472	Great Diamond Island
DiPietro's Market	Cumberland Ave	Portland
Dyer's Market	45 Portland Street	Portland
Forest Ave Market	518 Brackett Street	Portland
Great Diamond Gen. Store		Great Diamond Island
Gulf-Mart	205 Brighton Ave.	Portland
Hannigan's	76 Island Avenue	Peaks Island
Joe's Smoke Shop	665 Congress Street	Portland
Jones Landing	512 Island Avenue	Peaks Island
Legion Square Market	101 Ocean Avenue	So. Portland
Maine Hardware	274 St. John Street	Portland
McKinley Partners	PO Box 128	Portland
Mellen Street Market	79 Mellen Street	Portland
Moran's Market	1576 Forest Avenue	Portland
Northgate Mobile	Corner of Auburn/Allen	Portland
Paint Pot	1236 Congress St	Portland
Papa's Place	1706 Forest Ave.	Portland
Paris Farmer's Union	64 Auburn Street	Portland
Pat's Meat Market	484 Stevens Avenue	Portland
Paul's Food Center	585 Congress Street	Portland
Peak's Island House	20 Island Avenue	Peaks Island
Peak's Café and Island Store	50 Island Avenue	Peaks Island
Peaks Island Mercantile		Peaks Island

Attachment # 1 Locations to Purchase City Bags

Location	Address	City / Town
Peaks Island Public Safety		Peaks Island
Peaks Lion's Club		Peaks Island
Portland Housing Authority	117 Anderson Street	Portland
Preble Street Resource Center	Preble Street	Portland
Quality Shop	473 Stevens Avenue	Portland
Rosemont Market	559 Brighton Avenue	Portland
Rosemont Market	88 Congress Street	Portland
Save-A-Lot	268 St. John Street	Portland
The Corner General Store	154 Middle Street	Portland
Urban Hardware	634 Congress St.	Portland
Vespucci's	211 Danforth Street	Portland
Walgreens	127 Marginal Way	Portland
Walgreens	340 Allen Avenue	Portland
Walgreens	6116 Forest Avenue	Portland
Whole Foods Market	2 Somerset Street	Portland
Shoppers True Value	Mill Creek Shopping Pla	So. Portland
West End Grocery	West End	Portland
Walmart - Falmouth	206 US Rt. 1	Falmouth